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Approved For Release 2006/10/16 : CIA-RDP84-00780R005200200010-4

DD/M&S 73-1821

Exec Reg
73-1323/1

DD/O 73-2306

DD/M&S Registry

File Q + M

MEMORANDUM FOR: Director of Central Intelligence

VIA : Executive Secretary, CIA Management Committee

SUBJECT : Review of DDO Personnel Management and Procedures

REFERENCE : ES/MC Memo of 14 March 1973 (DDO/O 73-1239 and
ER 73-1323), Subject: "Personnel Procedures"

1. Pursuant to the direction given in Reference a joint DDM&S and DDO Committee reviewed personnel management procedures in the Directorate of Operations and made recommendations for consolidations (Attachment) which result in a savings of personnel spaces allocated to these functions.

2. I reviewed this report and held a meeting with my division and staff chiefs to firm up those recommendations. I therefore request that I be authorized to implement the recommendations outlined below.

3. We discussed briefly the recommendations made in the first six paragraphs and concluded that these minor personnel adjustments could be handled without further discussion. I then asked for comments on the following options for DDO Personnel Management:

a. The present system: Partial decentralization of control with the DDO/OP delegated authority and responsibility by the DDO for the approval of specific types of personnel actions and for recommending action on other types (e.g., senior assignments) to DDO. Through DDO/PER the DDO/OP monitors personnel assignments, promotions to lower grades, and routine personnel determinations. Through the Evaluation Boards, DDO/OP administers the evaluation program for all GS-8 and above personnel.

b. Greater centralization of control in the Office of the DDO, with DDO/OP and his staff providing most personnel administration and management for the DDO components.

c. Greater decentralization, with the area divisions and staff chiefs being delegated authority to take action in any matter involving employees in grades GS-11 and below, with control of more senior personnel and overall policy being reserved to the Office of the DDO.

MORI/CDF Pages 18,20,22,23,24

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4. The consensus was that Option c. (above) would be adopted. It was also agreed that Evaluation Panel reviews of GS-8's through GS-11 would continue as is done currently. The office of the Junior Officer Affairs and the Junior Officer Board (with referents from all divisions) would continue to provide an overview for the DDO. The JOA would also establish quotas for promotions, develop personnel policy recommendations, provide counseling and, in general, monitor the utilization of junior officers to be certain that Directorate-wide standards are being followed in all divisions. It was also agreed that the divisions would adhere more closely to current guidelines requiring re-examination of young officers at the termination of their probationary three-year period to determine whether they should be approved for career employment. The Evaluation Panel results would continue to be made available to all division chiefs as an aid in their respective management responsibilities of junior officers.

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/s/ W. E. Colby

W. E. Colby
Deputy Director for Operations

APPROVED:

by DCI  *June 73*
at Hq. Command Hq.

DISAPPROVED: _____

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2 Attachments:

Reference

Report (w/Tabs A-D)

cc: Director of Personnel

cc: DDCI

2- cc: DDM&S *Okono, Subject*

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DD/O 73-1907

DD/M&S 73-1822

24 APR 1973

MEMORANDUM FOR: Executive Secretary,
CIA Management Committee

VIA : Deputy Director for Operations
Deputy Director for Management & Services

SUBJECT: : Personnel Procedures

REFERENCE : Memo dtd 14 Mar 73 to DDO and DDS from
the Executive Secretary

1. In accordance with the instructions contained in referent memorandum, the Deputy Director for Operations and the Deputy Director for Management and Services designated a joint committee to review personnel management procedures in the Directorate of Operations, and to make recommendations for consolidations which might result in a savings of personnel spaces allocated to this function. [REDACTED]

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2. In conducting the survey, the committee sought the assistance of each component of the DDO and selected components of the Office of Personnel. Each DDO component submitted written recommendations and an outline of the functions of each employee who spent as much as 25 percent of his time in personnel management or related activities. One committee meeting was attended by representatives of all DDO components. The components submitted a substantial amount of data, and made a number of suggestions. Most of the suggestions dealt with improvements which would increase efficiency, but which would not necessarily lead to consolidations or reduce the

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amount of manpower required to perform the overall function. Some of these suggestions are in the process of being implemented, and others need further study. The suggestions which would have a bearing on manpower are incorporated into this report. The report considers first the management of staff personnel, and, in paragraphs 14 through 17, discusses the management of nonofficial cover personnel. 25X1

4. In conducting the survey, it quickly became apparent that a distinction would have to be made between "personnel administration" and "personnel management." For the purpose of this report, "personnel administration" is defined as the clerical and procedural functions associated with the handling of personnel. These include perhaps a hundred different chores such as the processing of personnel actions, maintenance of components and career service personnel folders, handling of time and attendance reports, distribution of pay-checks, processing travel orders, processing changes to PCRS, preparing personnel memoranda, dispatches, and cables, providing staff

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assistance to higher levels, and a myriad of other tedious and time consuming, but nevertheless, important functions. "Personnel management" is defined as the decision-making process involving evaluation of personnel, selection for assignment, promotions, career counseling, handling sensitive cases and discipline matters, etc. The procedural and clerical activities classed as "administration" are generally handled by junior or middle-grade personnel assigned to the DDO by the Office of Personnel, and by DDO clericals. "Management" is a function of the Division and Staff Chiefs and their deputies, other senior supervisors, and by senior Support and Personnel Careerists detailed to the DDO by their parent offices.

5. In reviewing the personnel administration (clerical and procedural) functions, the committee has identified a total of seven positions which it believes could be saved through the consolidation of internal procedures in the Divisions and Staffs. This conclusion was reached on the basis of a review of duties and job descriptions submitted by the components, and the individual positions are listed in Tab B. The committee believes that the components can absorb these reductions without loss of efficiency, and that additional changes proposed elsewhere in this report could be implemented with the number of personnel administrators remaining. However, the Divisions and Staffs should be given the option of effecting consolidations other than those proposed if the net reductions would remain the same. This would enable them to take advantage of the particular skills of the employees involved. In addition, some savings in positions could be accomplished in the DDO/Personnel Staff by the elimination of the Clerical Assignment Branch and the transfer of certain of its functions to the operating components and to the Staff Personnel Division of the Office of Personnel. This would save five positions, and would eliminate some soft files now maintained on clerical personnel. Details of the positions to be eliminated and the functions to be transferred are contained in Tab C. No additional personnel will be required in the operating components.

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6. The committee considered whether it might be possible to reduce the number of people engaged in personnel work in the smaller units by combining them administratively into a larger group. That is,

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without organizational changes to establish a single personnel office to service the small components. Units outside the Headquarters Building were excluded because the communications difficulties would nullify any savings involved. The smaller units which were considered were:

	<u>Administrators, Technicians</u>	<u>Unit T/O</u>
FI Staff	3	<div style="border: 1px solid black; width: 60px; height: 100px;"></div>
CA Staff	5	
CI Staff	2	
<div style="border: 1px solid black; width: 90px; height: 20px;"></div>	<u>2</u> 12	

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These four units have 12 administrators handling whereas ISD, for example employees and only 3 administrators. However, the 12 administrators in the four listed staffs include only 3 full-time employees and the remainder are "equivalent" employees composed of part-time contributions of other employees doing other jobs as well. It is therefore difficult to conclude that a specific number of positions could be saved by establishing a central personnel office for these units. In any case, the committee felt that conclusions concerning this sort of merger should await the outcome of other studies now being conducted for the DDO. A consolidation of other DDO components would naturally result in a consolidation of administration, which could save positions in areas other than in personnel management.

7. With respect to personnel management (the decision-making process), the number of people involved in the function will depend upon the degree of centralization and the type of policy overview desired by the DDO. The committee believes that there are three possible options which should be considered. These are:

- a. The present system: Partial decentralization of control with the DDO/OP delegated authority and responsibility by the DDO for the approval of specific types of personnel actions

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and for recommending action on other types (e.g., senior assignments) to DDO. Through DDO/PER the DDO/OP monitors personnel assignments, promotions to lower grades, and routine personnel determinations. Through the Evaluation Boards, DDO/OP administers the promotion evaluation program for all GS-08 and above personnel.

b. Greater centralization of control in the Office of the DDO, with DDO/OP and his staff providing most personnel administration and management for the DDO components.

c. Greater decentralization, with the Area Divisions and Staff Chiefs being delegated authority to take action in any matter involving employees in grades GS-11 and below, with control of senior personnel and overall policy being reserved to the Office of the DDO.

The continuation of the present system, of course, would require essentially the same number of people as are now involved in it. Option b would require more people in DDO/OP, and fewer in the operating components, but we do not regard it as practical. Option c would make it possible to reduce the number presently assigned to DDO Personnel Staff and OPSEER, but it would be necessary to maintain a high-level staff to monitor the activities of the Divisions and Staffs, establish quotas for promotions and other limitations, and generally support the DDO in such activities as the recent surplus exercise and the semi-annual presentation of senior assignments to the Agency's Management Committee. Option c would reduce the staff work required in the operating components, particularly if the delegations to them include the authority to promote junior personnel. The remainder of this study considers whether there should be fundamental changes in management concepts.

8. The present system of partially centralized personnel management was established to ensure uniformity in the interpretation of policy, standardization in the implementation of that policy, and equal career opportunities to all employees in all components. Earlier experience had shown that some managers were far more

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liberal or conservative than others in the handling of personnel, and that there were substantial differences in selection, training, assignment and promotion of employees. A more centralized system is expensive in terms of the time of senior managers who manage it, as well as in staff assistance to support it. In general, however, we believe the present system has achieved the objectives which led to its establishment. Since all major personnel actions are centrally approved, the DDO can be assured that his policies are applied as uniformly as possible. He can also be assured that the operating components do not yield to short-term pressures to the detriment of the career of young officers. Whenever authority is delegated, there will naturally be differences in the application of policies and in the evaluation of considerations which justify exceptions to those policies. The question then, is whether greater control and uniformity is worth the added cost in terms of manpower and time involved in administration.

9. In view of the above, it may be possible to reduce the number of personnel involved if there is greater delegation of authority to the Divisions and Staffs. The present system is based on a long-standing DDO policy that monitoring of personnel actions at all grade levels is largely centralized in the Office of the DDO. The elevation of any administrative function to an additional level of authority will always require additional staffing, and in the DDO this is manifested by the coordination and staffing responsibilities assigned to the DDO/OP. This results in an unavoidable duplication of effort in some areas, since the effort required for a Division or Staff to recommend an action to the DDO is the same as that which would be required for the Division or Staff Chief to approve it himself. In addition, referral to higher authority requires additional time for review and thus results in delays. Specific personnel actions which were cited by the components as examples of unnecessary control are the promotion processes for lower grade personnel, return short of tour actions, assignments of junior personnel, and review and coordination of various other actions.

10. The Area Divisions and Staffs present the case for a delegation of greater authority for the management of junior officer personnel.

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Under current practices, when a young officer is assigned (home based) to an Area Division he will usually spend two or three tours in the Division, with one or two overseas, before he is considered for reassignment to another Division or Staff. By that time, a CT is probably a GS-12 or GS-13, and an officer who entered at a lower level would be a GS-10 or GS-11. Their progress to that level would have been more or less automatic if they are the type the Directorate regards as a long-term investment. Up to that point, the junior officer's home base Division would normally have had the controlling interest, and the roles of the DDO and the Junior Officer Affairs (JOA) officer would have been largely overview. In these first few years, the first-line supervisors--Chief of Station or Base or Headquarters Branch Chief--will have to make the substantive judgments concerning the employee's performance, and the Division Chief would make the key decisions concerning his career. The young officer will be virtually unknown to officers in any other Division or Staff, and a panel reviewing his file will know relatively little about him. It is therefore reasoned that, for personnel at GS-11 and below, the Division or Staff Chief should be delegated authority for training, assignments, promotions, and day-to-day supervision. By the time the young officer reaches the GS-12 level, his career progression, experience, grade and career interests would require that he be considered for positions other than those which are to be found in a single Division or Staff. The evaluation of the maturing employee's broader potential, and the possibility of his skills being used elsewhere in the DDO or the Agency, would require more extensive evaluation and exposure. For this reason, the consensus of the operating components is that the Division and Staff Chiefs should have delegated authority for personnel management for junior personnel (including clericals), with centralized policy control at the DDO level, along with total management responsibility for more senior officers.

11. The case for more centralization--not less-- is presented by the Chief, Junior Officer Affairs (JOA), who feels that a delegation of greater authority to the Divisions and Staffs for the management of junior officers would be misplaced. In his view, the interests of junior officers and the DDO would be better served if all junior officers were home based in OPSER. There their interests would be

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foremost, and the more parochial interests of the Divisions and Staffs would become secondary. He notes that it is natural for the Divisions and Staffs to be primarily concerned about their operational requirements, and DDO/OP must therefore oversee the careers of the junior officers. It is only in DDO/OP that proper attention will be devoted to planning assignments, assessing career progression and promotions, assuring objective evaluations, discussing grievances, fears, and suggestions, and giving them access to a senior official who will listen to what they have to say. It is also here that those who are having difficulty can be helped or counseled to find another occupation. The underlying cause of unplanned departure from the Agency by young officers is that no one seems to be interested enough to offer advice or guidance. They never saw signs of real career planning. Chief, JOA, proposes that DDO/OP, through C/JOA and his Junior Officer Board, assume responsibility for young officers at the time of their entry into the Agency and carry them through GS-11. The real interests of the Divisions and Staffs would not be overlooked in the process since they are represented on the Junior Officer Board and it is through this mechanism that Division and Staff interests can be served. C/JOA estimates that complete control of junior officers in DDO/OP would require no greater staff than currently exists there. The Chief, JOA, working through his referents in the Divisions and Staffs and other members of the Junior Officer Board, would perform all of the above-mentioned functions. The Junior Officer Board already handles a wide scope of junior officer career management problems and its charter would require only slight expansion to enable it to do a thorough job of handling all the affairs of the professional junior officer from EOD through grade GS-11. At that point, DDO/OP could turn him over to the next phase of his career, confident that it has weeded out the weaker officers and properly prepared the stronger ones.

12. If greater centralization is not possible, the Chief, JOA, recommends a continuation of the present system. In his view, the present system represents a cross between decentralization and centralization. The Divisions and Staffs play a major role in promotion and assignment through their recommendations and fitness reports submitted on junior officers in their components. The Junior

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Officer Board plays a strong role in initial assignments of junior officers through panels that are convened to consider and make these assignments. The Junior Officer Board also coordinates the selection of candidates for the Professional Trainee Program and in the assignment of its graduates to the DDO components. The Chief, JOA, feels that the current method of handling junior officers is in fact decentralized, with DDO/OP playing a monitoring role, and that, as a result, the total program is not being completely managed by any element.

13. If the DDO delegates to the Division and Staff Chiefs the authority for personnel management of junior officers, it will not require additional staffing in the operating components. They are presently staffed for the submission of personnel and related actions to a higher level, and internal management of those functions would require about the same level of manpower. As noted earlier, if the delegation includes the authority to promote junior officers, thereby eliminating the staffing involved in submitting recommendations to the DDO, it would reduce the workload in the operating components. This delegation would probably not make it possible to save positions because it would be necessary for DDO/OP to maintain a capability for policy review for the delegated authorities and for normal support to the DDO in overall personnel matters. The job of the JOA would become more difficult with promotions controlled by the Divisions and Staffs and overview in the JOA. Without the overview, the officer who is home based in an Area Division would have an advantage over one home based in a Staff or in a component such as ISD. Other functions of this central staff would include the establishment of quotas for promotions, development of personnel policy recommendations for the DDO, management of officer personnel GS-12 and above, staff assistance in actions requiring DCI approval such as the semi-annual presentation of senior assignments, and handling high-level reviews such as the current surplus exercise.

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19. In summary, the committee concluded (a) that seven ceiling positions could be saved through the consolidation of procedural functions within the operating components, (b) that five positions could be saved by delegating to the operating components the responsibility for handling their clerical employees, (c) that the delegation of authority to the operating components to manage their junior officers would substantially reduce paperwork and might result in a savings of positions, and (d) that as many as 35 positions could be saved by restoring to the operating components the authority to manage their nonofficial cover personnel in the same manner that staff personnel are managed. [redacted] or almost [redacted] of all those now involved in personnel management. In addition, the committee feels that there should be a continuing review of internal clerical procedures to ensure the elimination of those which no longer serve a necessary purpose.

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Chairman

Attachments

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SUBJECT: Personnel Procedures *as modified in minor respects per memo this date*

CONCUR:

/s/ W. E. Colby

W. E. Colby
Deputy Director for Operations

7 MAY
1973

Date

/s/ Harold L. Brownman

HAROLD L. BROWNMEN
Deputy Director
for
Management and Services

9 MAY 1973

Date

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